

DOCUMENT RESUME

ED 181 934

IR 008 077

TITLE Networks for Knowledge: Mobilizing Libraries for the People of New Jersey.

INSTITUTION New Jersey Library Association, New Brunswick. Library Development Committee.

PUB DATE 78

NOTE 34p.

EDRS PRICE MF01/PC02 Plus Postage.

DESCRIPTORS Academic Libraries; *Financial Support; *Library Networks; *Library Reference Services; *Objectives; *Program Development; Public Libraries; School Libraries; *State Aid

IDENTIFIERS *New Jersey Library Association

ABSTRACT

Recommendations formulated by the New Jersey Library Association for its public library system are intended to help identify problems, provide a framework for further discussion and contribute to the continuing study of the New Jersey Library Network. Since the enactment of the State Library Aid Act of 1967, a network of 25 area reference libraries supported by four regional research libraries has been established. While general agreement exists about the progress of the system, concern is expressed about the low levels of state aid and inequities in funding distribution. Major revised goals for the program call for basic library services at public, school and academic libraries to be within easy reach of all citizens; availability to all of more specialized library materials and services; and integration of a coordinated state network of services with library resources nationwide. To achieve these goals, specific funding programs by state and municipal governments are recommended. (RAA)

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NETWORKS FOR KNOWLEDGE:

MOBILIZING LIBRARIES FOR THE
PEOPLE OF NEW JERSEY

Library Development Committee
New Jersey Library Association
1978

IR 008077

This report, produced by the Library Development Committee and its Subcommittees, is presented for consideration and discussion by the entire library community and the general public of the State of New Jersey.

The report was first accepted in part in 1977, after several years of study and consideration by the Library Development Committee, under the co-chairmanship of Edwin Beckerman and Kenneth McPherson. The final revision and acceptance of the report in its entirety as outlined here was completed by the Library Development Committee during 1977-78.

It is hoped, as stated in the introduction, that the recommendations herein will help to identify problems, provide a framework for further discussion, and contribute to the continuing study and development of a New Jersey Library network of use and value to all.

L.A. Moore, Chair, 1977-79
Library Development Committee
New Jersey Library Association

INTRODUCTION

When the present State Library Development Program was enacted into law in 1967, it was recognized that a continuing review of performance was a necessary element in the maintenance of a viable system. It was generally assumed that a period of five years of operation under the new program would provide the needed experience to enable the profession in New Jersey to evaluate performance, assess strengths and weaknesses of the new effort, and determine future directions. In 1972 this review was initiated by the Library Development Committee of the New Jersey Library Association. Three reports of particular interest and value were published as part of this effort; the Report of the Sub-Committee on Historical Background (1973) under the chairmanship of William Roehrenbeck, New Jersey Libraries and the State Plan: Progress and Potential (1973), a report prepared by the Bureau of Library and Information Science Research of the Graduate School of Library Science, Rutgers, and Interim Goals for a New Jersey Library Development Program (1975) issued by the Library Development Committee.

This report will attempt to abstract material from the two earlier reports which influenced the judgment of the Library Development Committee in the development of its "Goals". It will concentrate on those elements that led to preliminary judgments, and will refine the Committee's review into a final report with recommendations for a revised Library Development Plan for New Jersey.

The recommendations contained in this report are part of a continuing process of change which requires monitoring and revision as circumstances warrant. No attempt will be made to reproduce in great detail, findings of the earlier reports, but attention of the reader is directed to these earlier reports for a fuller record of library development activities in New Jersey in recent years.

No assessment of recent library development activities in New Jersey would be complete however without reference to a 1964 publication of the Library Development Committee, Libraries for the People of New Jersey or Knowledge for All more popularly called the "Martin-Gaver report," in recognition of the achievement of the Co-Chairpersons of the Committee. They planned well and we are all in their debt.

A final acknowledgment of debt should be extended to the New Jersey State Library which has supported the efforts of the Library Development Committee during the past four years, through grants of funds and staff participation. The State has provided a research capability the Committee would otherwise have lacked.

I. Objectives and Achievements of the Present Library Development Plan

The State Library Aid Act of 1967 attempted to link library service agencies of all types into one coordinated network. Regional service centers (known popularly as Area Reference Libraries) were designated to provide certain services and materials beyond the means of many local libraries. Four Research Libraries were designated to back up these reference centers with a highly sophisticated level of service available only through well developed research libraries. An attempt was made to link together public, school, and other library resources at the Area Reference level. While service varies from area to area, this coordinated network which has been in existence for eight to nine years offers a substantially greater service capacity than anything existing previous to 1967. It works as follows:

A. Improvements of Service at the Local Level

1. A direct grant to local libraries is provided through a sliding scale of aid related to ability to pay. This per capita aid provides from 25¢ to \$1.25 per capita to local libraries geared to their rate of appropriation in relation to their equalized valuation. In 1976, \$4,770,000 (or 66% of the total authorized level) will be used to support the local level of service.
2. Per Capita aid is related to criteria adopted by the State Board of Education. Eligibility for per capita state aid depends on the degree to which a local library meets stated criteria.

There is little question that direct per capita state aid payments have assisted local libraries to improve service. On the most simplistic level, substantial library funds previously unavailable are channelled into local libraries annually, providing more material, personnel, and, more varied services at the local level. There is some evidence that the sliding scale of reimburse-

ment has encouraged more libraries to appropriate at a higher lever than previously. (See Table I).

There are solid indications that library resources have improved since enactment of the 1967 legislation. This is reflected in the progress local libraries have made in meeting the state aid criteria which conditions eligibility for state aid funds. For example:

1. In 1968, 223 local libraries met the criteria requiring minimum collections of 8,000 v. or 1 book per capita, whichever was greater. By 1974, 292 met this criteria out of a total of 319 libraries in the state.
2. In 1968, 175 subscribed to a minimum of 50 periodicals annually. By 1974, 258 met this criteria.
3. In 1968, 204 met the criteria requiring a minimum of 30 hours or more service hours open to the public. By 1974, 269 met this criteria.
4. In 1968, 118 met all state aid criteria completely. By 1974, 238 did so.
5. In 1968, 133 experienced a loss of 50% or more in potential state aid through inability to meet criteria. By 1974, only 47 experienced such a loss.
6. In 1967, approximately 20 million dollars were expended for public library purposes in New Jersey, state aid being responsible for some 17.1% of this total. By 1975, 56 million dollars were expended for public library purposes. State aid declined to 13.1% of total expenditures due substantially to cuts in state aid. It is worth noting that during this 1967-75 period, only in 1975 did state aid drop below 17.1% of these expenditures.

Table I. Millage Rate of Appropriation on E. V., 1966 and 1974

<u>County</u>	<u>1966</u>	<u>1974</u>
Atlantic	.021	.031
Bergen	.036	.041
Burlington	.035	.034
Camden	.037	.039
Cape May	.018	.023
Cumberland	.041	.051
Essex	.087	.099
Gloucester	.012	.020
Hudson	.057	.067
Hunterdon	.012	.024
Mercer	.051	.053
Middlesex	.003	.046
Monmouth	.033	.035
Morris	.038	.056
Ocean	.022	.019
Passaic	.037	.046
Salem	.017	.024
Somerset	.041	.036
Sussex	.028	.032
Union	.047	.052
Warren	.025	.038

Loss of state aid through inability to meet criteria appears to be directly related to the size of the library. By 1975, only 15 public libraries serving populations of over 10,000 suffered reductions in state aid due to inability to meet criteria, compared with 56 libraries serving up to 9,999 populations. This population factor appears to be diminishing in importance as time passes for two reasons. In 1966, 158 local public libraries in New Jersey served populations of fewer than 10,000. By 1974 this number had declined to 81. Increasing urbanization in New Jersey is changing the pattern of local library service. New Jersey Libraries and the State Plan notes that generally, the median population served by public libraries in New Jersey has risen by 33% between 1967 and 1972. Furthermore, almost all of these communities serving under 10,000 people are now receiving some level of expanded service from county and/or "area reference" libraries.

B. Improvement of Service Through Development of the "Area Reference" or Regional Level of Service.

A network of regional resource centers (area reference libraries) was created in 1967. Now numbering twenty-five, these centers are required to provide inter-library loan and backup reference services, as well as to act as a conduit connecting local libraries and patrons with the more sophisticated resources of the third or research library level. Beyond this basic minimum level of service required under the terms of the State Library Aid Act, "area reference libraries" are free to develop a wide range of additional services, as would prove most effective in each area. This has led to the establishment of reciprocal borrowing arrangements in some areas, strengthening of staff training through regional workshops, development of audio-visual services

improved through the designation of regional film centers utilizing federal funds, as well as a variety of other programs related to local needs.

It should be noted that this integrated network of libraries extends beyond the limits of public libraries, including, in concept at least, school, college, university and even special private libraries as well. This is generally reflected in the "Area Reference Center" Advisory Councils, composed of representatives of constituent bodies in an area, and created to provide advice and counsel to the "area reference centers." These Councils typically include non-public library interests in their membership.

Table II, charts the progress of the original 15 "area reference centers" in relation to "area center" criteria, as well as data for 9 additional centers designated at a later date. One additional center, the East Brunswick Public Library has been designated in 1976. Substantial improvements can be noted during the 1965-75 period with one major exception.

Table II

AREA REFERENCE LIBRARIES
Comparative Statistics

1965 - 1975

AREA LIBRARY	150,000 VOLUMES		5,000 VOLUMES ADDED ANNUALLY		350 PERIODICALS	
	June 1965	June 1975	June 1965	June 1975	June 1965	June 1975
Bloomfield	84,432	166,502	6,413	5,245	618	553
Burlington County	120,069	338,634	8,101	31,338	313	1,148
Camden County*		251,723		23,438		489
Cape May County*		164,567		15,966		453
Cumberland County	50,599	113,497	4,260	8,146	57	445
East Orange**	321,081	320,344	12,594	15,556		529
Elizabeth*		331,209		13,902		1,071
Hackensack	101,000	165,148	7,598	11,509	333	574
Hunterdon County*		124,323		11,887		430
Jersey City	485,212	628,542	12,380	34,532	615	780
Linden	103,033	157,657	8,934	9,616	359	405
Monmouth County	146,088	502,106	7,382	58,792	278	1,342
Morris County*		411,268		33,101		989
Newark	894,336	1,189,469	31,969	60,356	1,832	2,289
Ocean County	115,332	194,855	8,306	19,413	178	415
Paterson*		290,997		18,575		767
Phillipsburg*		58,656		7,460		565
Plainfield	121,108	171,045	3,090	8,715	314	469
Ridgewood	88,446	166,306	6,492	9,294	224	503
Somerset County	211,817	414,553	19,008	37,997	145	439
Sussex County	98,467	216,101	4,266	17,137	144	400
Trenton	214,424	279,330	6,204	14,439	469	578
Wayne*		181,485		15,549		446
Woodbridge*		313,292		22,223		815

*Not an Area Library in 1965.

**School Library Services terminated in 1971.

Table II (continued)

-9-

AREA LIBRARY	8 PROF. STAFF		150 READERS' SEATS		OPEN 60 HOURS PER/WK	
	JUNE 1965	JUNE 1975	JUNE 1965	JUNE 1975	JUNE 1965	JUNE 1975
Bloomfield	11	11	112	295	68	60
Burlington County	7	18	66	229	42	68
Camden County*		16		137		67
Cape May County*		10		150		71
Cumberland County	3	7	24	121	40	63
East Orange**	16	28	139	250	68	72
Elizabeth*		26		500		68
Hackensack	6	15	74	212	69	69
Hunterdon County*		6		125		68
Jersey City	45	24	239	280	65 1/2	64 1/2
Linden	8	12	135	125	68	68
Morrmouth County	5	32	26	215	60	60
Morris County*		20		250		68
Newark	82	79	433	461	68	62
Ocean County	5	20	39	41	58 1/2	68
Paterson*		15		210		63
Phillipsburg*		7		112		64
Plainfield	9 1/2	12	105	226	68	68
Ridgewood	7	14	102	150	60	72
Somerset County	9	14	18	50	47	65 1/2
Sussex County	6	8	28	150	50	68
Trenton	19	16	152	150	69	68
Wayne*		11		173		72
Woodbridge*		33		264		72

*Not an Area Library in 1965.

**School library services terminated in 1971.

"Area reference centers," located in New Jersey's largest urban centers, are showing some signs of decline. This decline, or at best static condition, raises general questions regarding the strength of a network, critical elements of which are undergoing severe financial strain.

An indication of the impact of this network is that in 1974, 68,710 books and 28,195 pages of photo-copied material were supplied to local residents by "area reference centers."

In 1975 the State Library issued a questionnaire asking local libraries to measure the effectiveness of "area reference centers," rank services in order of importance, estimate the length of time required to deliver an inter-library loan and determining to what extent local libraries had minimal information about Area Reference Advisory Councils. (See Table III).

In the findings one notes a favorable response to "area reference center" programs, a concentration of interest on the part of local libraries in the basic areas of activity mandated by the program (namely inter-library loan and reference), and some degree of success in providing inter-library loan material rapidly.

Unhappily funding has been reduced. In 1976 only \$1,510,000 or 66% of the authorized \$2,500,000 will be utilized to fund the "area reference center" level of service.

C. Improvement of Service Through Development of a Research Level

The most sophisticated element created by the State Library Aid Act is the research level, designed to provide library materials, photo-copies, and answers to reference and research questions which could not be satisfied on either the local or "area reference library" levels. Four research libraries were designated, namely the Newark Public Library, the Princeton University Library, the Rutgers University Library, and the State Library. In 1974, some 32,555 inter-library loan requests

Table III

-11-

AREA LIBRARY EVALUATIONPreliminary Data

Per Cent Response - September 1, 1975

Public Libraries	-	64%
School Libraries	-	13%
Special Libraries	-	29%
College Libraries	-	23%

SECTION I
(Quality or effectiveness of Area Libraries)

	Excellent	Good	Fair	Poor
A. Telephone and Mail reference services				
	52.8%	36.6%	9.2%	1.4%
B. Interlibrary loan services				
	41.1%	30.9%	26.9%	1.1%
C. Delivery services				
	48.2%	36.6%	13.4%	1.8%
D. In-building reference and other public services provided to your patrons				
	42.8%	47.5%	8.0%	1.7%
E. Direct loan of library materials to your patrons				
	49.3%	39.3%	9.1%	2.3%
F. Consultant and advisory services				
	42.5%	35.9%	17.9%	3.7%
G. Workshop and training services				
	29.2%	31.8%	18.3%	20.7%
H. Publicity of area library program and services				
	32.9%	39.7%	18.4%	9.0%
I. Communication with Advisory Council				
	29.3%	37.5%	22.8%	10.4%
J. Responsiveness to request for changes in Area Library Program				
	23.7%	45.7%	21.5%	9.1%

	Excellent	Good	Fair	Poor
K. As a whole, please evaluate the services of your Area Library				
	41.3%	45.1%	11.3%	2.3%
Grand Total				
	39.6%	38.3%	16.6%	5.5%

SECTION II

B-2. Average time (in days) from submission of ILL request to receipt of material.

1-3	4-7	8-14	15-21
33.8%	35.8%	23.5%	6.9%

F. Are you aware of the Advisory Council, its functions and meeting date.

	YES	NO
Public	79.5%	20.5%
School	32.7%	67.3%
Special	35.5%	64.5%
College	55.6%	44.4%
Total	54.1%	45.9%

SECTION III

A. List those services which are most valuable

Interlibrary Loan	169
Reference Services	93
Telephone Reference	41

were channeled through the network to these four libraries - approximately 29% of all requests received by the "area reference center" libraries. In addition, numerous reference and research questions were processed by the research libraries, and many photo-copies of material requested were provided.

In common with the other libraries in the network, the research libraries have suffered from cutbacks in funding of the state aid program. The \$265,000 they expect to receive in 1976 is at 66% funding of authorized levels.

II. Problems Inherent in Present Library Development Program

The Library Development Committee's review of the present New Jersey Library Development Program has disclosed a number of strengths as noted above. Libraries are better able to satisfy the many varied requests for service than ever before, a direct result of the progressive Library Development Program enacted into law in 1967. Problems inherent in the program are noted below, but on balance the program already developed has been sound and productive. The present system provides a firm basis for future development. The problems which have emerged can be overcome within the present framework of service, and although of a substantial nature, should not obscure the record of solid achievement already attained.

A. Greater Incentive at the Local Level

It has been noted that the local incentives provided by present legislation have been productive both in terms of additional state funds provided for library operations, and in terms of the legislation's success in encouraging local jurisdictions to appropriate at more reasonable levels for the support of local library service. This program has been weakened by the failure of the state to appropriate consistently at the level of full funding (achieved only once since enactment of the legislation in 1967), and by the effects of inflation which has watered down the original funding formula.

Since local library service is optional rather than mandated as in the case of public education, it is essential that local government be encouraged to adequately fund a system of public library service, as a matter of state policy.

B. Inadequate Equalization Formula

Although the per capita local aid formula provides for some measure of equalization - the sliding scale of reimbursement being tied to local equalized valuation - it is clear that it falls far short of the need. It should be a function of state responsibility to assure a reasonable level of public library service to all New Jersey citizens. To do so, a new element must be introduced into the present plan.

C. Inadequate Level of Funding Mandation

By state law, municipal and county libraries in New Jersey receive funding at a mandated level from their local jurisdictions. These mandated levels are currently inadequate.

D. Area Reference Center and Research Level Funding

For the same reasons noted with reference to local per capita aid, improved funding is required to realize the full service potential of this network.

E. Governance of Area Reference Center Programs

Although, there has been a generally favorable response by local libraries toward area reference centers as evidenced by the results of the State Library questionnaire, the entire program would benefit from a strengthening of the Advisory Councils, by giving the Councils a stronger policy making role. If the library development program is to seriously attempt to encourage cooperation of libraries of different types, representation by type of library on the Advisory Council must be secured as a matter of general policy.

F. Basic Funding of "Area Reference Centers"

The funding formula for "area reference centers" is presently premised on a base grant and a per capita population grant. Although this is a sound approach, the effect of the present formula emphasizes population rather than the basic responsibility of each center regardless of population. This formula requires revision, recognizing that each "area reference center" has basic responsibilities it must discharge regardless of the number of people it serves.

G. Support of County Libraries

There is no library issue confronting the people of New Jersey which has received greater attention in the past decade than the issue of county library funding. Similarly there is no issue which has been less successfully addressed. While a number of solutions have been proposed, some of them conceptually sound, the Library Development Committee can offer no overall statewide solution to the problem of funding county libraries that would be both conceptually sound and politically practical. Certainly improved funding of "area reference centers" will have a salutatory effect on these county libraries designated as "area reference centers."

H. Funding Experimentation

New Jersey, despite its high degree of urbanization, is still essentially a state made up of small to medium sized communities. Just linking communities together through the present network for purposes of improving library services, will not permit the degree of experimentation required, particularly in view of changes in technology and the need to provide for certain services utilizing larger regions than area centers or the state itself as a base.

For example, although the present framework of "area reference centers" and research libraries proved useful in providing an effective response to

certain kinds of library needs, they provided an inadequate base for the provision of 16mm film service. New A-V centers were created to meet such needs, utilizing much larger population bases.

Computers and computer technology have been widely utilized throughout the country for a variety of library purposes. Given the limited size of local and even "area reference center" library operations, little experimentation can be expected nor indeed is taking place.

Special state funding should be provided, designed to support experimentation, and continuing operation of services which cannot practically be provided for limited population bases.

I. Statewide Library Research and Planning

Research and continued planning is a vital necessity for libraries in New Jersey if progress is to be maintained. Much has in fact been accomplished in this direction through funding at the state level leading to a variety of studies, most recently the New Jersey Gallup study.

Such efforts must continue and be expanded in the future, through the development of a research fund at the state level to be used for further research in library service, with particular reference to utilizing the services of the Bureau of Library and Information Science Research of the Graduate School of Library Science, Rutgers.

The planning function of the State Library requires further expansion through improved resources. The network structure, even if exploited to the fullest, will have inherent limitations with respect to overall regional and statewide planning, and needs a strengthened planning capability at the state level to provide for an adequate planning capability in the state.

III. Goals for a New Jersey Library Development Program

Introduction

The Library Development Committee of the New Jersey Library Association has

undertaken this full-scale review of the existing Library Development Program for the State of New Jersey. The problems of service to all of the citizens of the state have been examined in terms of historical perspective, an assessment of current performance, and an attempt to view current problems in the perspective of several alternate program models for future development.

It is vital for this document to be viewed in proper perspective. The goals and objectives must be considered as fluid rather than fixed targets. This is particularly true in the case of objectives which by design are contained in a narrower framework than are more broadly defined goals. The committee recognizes that as it moves to develop the specifics of a revised library development program in New Jersey, it may well call into question objectives previously accepted or may generate new objectives which require inclusion in the total program. The Committee expects this to occur and further believes that such an open ended process will produce the strongest possible plan.

It may not be possible to develop an action program at a given point in time, that will directly support every goal or objective in the plan. Some concepts should stand, even unsupported, as a signpost and constant reminder of the direction toward which the committee would hope action will be taken in the future.

One final note. It is recognized that the work of the Library Development Committee has focused primarily on the area of public library service. The Committee realizes that further exploration of the school and academic areas of library service are required to determine what recommendations should be included in any revision of the State Library goals and objectives.

GOALS FOR A NEW JERSEY
LIBRARY DEVELOPMENT PROGRAM

MISSION

Ensure that library and information services are available on a free basis to meet the needs of all New Jersey Citizens.

GOAL I

Ensure that all citizens of New Jersey have legal access to a nearby library to provide them with needed reading and related materials, and information and related services they want frequently in everyday life.

OBJECTIVE A

All citizens of New Jersey shall have free and equal access to local library service within 20 minutes travel time from their home.

1. Every local public library meeting state criteria shall receive state funding to assist in the support of local programs.
2. In those municipalities with lesser financial resources, state funds in equalization shall be provided.
3. Every municipality in New Jersey shall be required to provide minimum local tax support for these services based on state equalized valuation.
4. Local library service shall meet minimum criteria as specified by state regulation. Such criteria shall incorporate performance and qualitative measures based on research efforts the state shall undertake to develop a viable system of such evaluation. To establish a new public library, a municipality must meet criteria as specified by state regulation. The State Library shall have full authority to secure compliance with state criteria.
5. Local library service may be provided to residents of a municipality by a public or college library facility, through contract with a nearby public or college library where no local facility or county

library is available, or by an intermediate library. Where services are provided by contract between municipalities and academic libraries, or between academic institutions and public libraries, such libraries shall separately meet the criteria for academic and public library services.

6. School districts may contract with municipalities to provide local public library services or public libraries may contract with school districts to provide school library services provided that such media centers or public libraries shall separately meet the criteria for school media and public library services.

OBJECTIVE B

Every grade K-12 student shall have access in his or her school building to a library/media center facility staffed by a professional with supportive staff and a collection of materials to meet the day-to-day needs of the school population.

1. School districts shall provide for each school facility a school media center meeting the criteria of NJ Public Laws Chapter 212 (T & E).
2. School media service shall meet criteria based on performance and qualitative measures. The State Department of Education shall have full authority to secure compliance with state criteria.
3. Public libraries or institutions of higher education may contract with school districts to provide school media services, or school districts may contract with municipalities to provide local public library services, provided that such media centers, public libraries or academic libraries shall separately meet the criteria for school media, academic or public library services.

OBJECTIVE C

Each student and faculty member in an institution of higher education in New Jersey shall have access to academic library services supportive of the objectives and programs of the institution.

1. Academic libraries shall have access to adequate funding to assist them in meeting criteria established by regional accrediting agencies and national professional organizations.
2. Institutions of higher education shall seek to promote cooperation among academic libraries and/or other types of libraries through means which are most acceptable and workable for each library within the existing state network.
3. Participation in any arrangement would be voluntary and open-ended to the extent that participation would not infringe upon an academic library's responsibilities to its own academic community.
4. Cooperative arrangements among academic libraries, or between academic libraries and other types of libraries shall be encouraged for the purpose of:
 - a) the making of facilities and services available to public users consistent with the academic library's responsibilities to its primary constituency,
 - b) resource sharing,
 - c) reciprocal borrowing,
 - d) the planning for development and shared use of new technologies, and

e) the development of bibliographies, union lists, and other finding tools.

5. Academic libraries shall receive supportive state funding commensurate with the level and extent of services rendered by virtue of their participation in a formalized cooperative arrangement within the state-wide network.

GOAL II

Ensure that all citizens of New Jersey have legal access to library resources somewhere within their reach to provide additional and more specialized library materials and services they want.

OBJECTIVE A

All citizens of New Jersey shall have free and equal access to additional and more specialized library materials and services (intermediate service level) within 45 minutes travel time from their home.

1. Support for this intermediate level of service shall be provided by state funding on the basis of a substantial base grant with an additional component based on population.
2. Use of state funds for support of this intermediate level of service shall be determined by a representative body of the constituency served; such body to be composed of a majority of representatives of public libraries in the service area, - or a representative of the community if no public library-agency exists within a given community, - at least two school media librarians, at least one representative of a college library where possible, and a representative of a special library where possible.

3. An intermediate level service area shall be composed of contiguous communities designated by the state library to receive such service. Funding at the intermediate level shall reflect the population of communities designated to an intermediate service area. Designations shall be made for a period of three years, at the end of which time at the request of a community its designation shall be changed when an alternative designation can be made.
4. Criteria for the provision of such additional and more specialized materials and services shall be specified by state regulation.
5. Such criteria shall incorporate performance and qualitative measures.
6. Research efforts shall be undertaken to develop a viable system of performance and qualitative evaluation.
7. State funds to support this intermediate level of service shall only be utilized by agencies which meet or exceed state regulations for the provision of such service.

OBJECTIVE B

Every citizen of New Jersey shall have free and equal access to highly specialized materials and services (specialized service level) somewhere within the state of New Jersey.

1. The state of New Jersey shall provide funds to support access to highly specialized resources and services.
2. Criteria for the provision of such highly specialized materials and services shall be specified by state regulation.
3. Such criteria shall incorporate performance and qualitative measures.
4. Research efforts shall be undertaken to develop a system of performance and qualitative evaluation.

5. State funds to support this intermediate level of service shall only be utilized by agencies which meet or exceed state regulations for the provision of such service.

GOAL III

Ensure that all library resources at the local, intermediate and specialized levels within the State of New Jersey are integrated as part of a coordinated network and further that these state resources be compatible and efficiently connected to the broad resources of library networks nationwide in the interests of providing every citizen of New Jersey with access to library and information materials and services wanted.

OBJECTIVE A

Development and maintenance of integrated intra-state and interstate networks and systems should be supported financially by state and federal funding.

1. As part of the network concept there should be state and federal support of experimentation with appropriate new technology and utilization of such technology where cost effective.
2. The network should make unique resource collections and data bases available statewide.
3. The network should provide for the continuous assessment of need for centralized or regional services where these can be cost effective.
4. Reciprocal borrowing within New Jersey shall be part of the network program.

OBJECTIVE B

To the fullest extent possible, network development should stress inter-type library cooperation and utilization of resources and services.

1. The state network shall be governed by a body composed of representatives from each type of library and the public, and the State Library Advisory Council should be restructured to fill this role.

OBJECTIVE C

Although the primary structure for network development in New Jersey will continue to be the "area center" network consisting of local, intermediate, and highly specialized libraries, the network structure of delivering library service to New Jersey citizens should be broad enough to allow for the development of other kinds of networks and structures which complement existing area center networks.

OBJECTIVE D

Minimum performance standards for inter-state and intra-state networks should be developed.

1. Levels of performance of library networks should be evaluated in terms of performance and qualitative standards.
2. Performance standards beyond minimum levels of service should be developed to aid libraries in developing goals for better service.

OBJECTIVE E

Strong efforts shall be made to support a program of research into the basic nature and uses of libraries.

Program of Action in Support of "Goals For a New Jersey Library Development Program"

- A. Support Program For Improvement of Library Service at the local level.
 1. Mandation of local public library service at this point is not desirable. Only 30-40 municipalities in New Jersey do not support a local library directly, or contribute to the support of a county library. Concentration of effort to try to promote a difficult concept with only limited benefits is unwise. However the idea of mandation as an eventual goal should be retained in the "goals" statement as a long-range objective.

2. The question of non-public libraries providing public library service on a contractual basis has not been dealt with in depth. This could be done by broadening the nature of the inquiry to secure input from non-public library segments of the library community.
3. The following programs are recommended in support of Goal I:
 - a. A new minimum of local governmental support for all "Municipal" libraries should be established at the level of $1/3$ mill on equalized valuation based on the state table of equalized valuation.
 - b. The following new formula for per capita state aid should be adopted to provide a continuing incentive to greater local effort.

<u>Local Expenditure on Equalized Valuation</u>	<u>State Aid Formula</u>
At least $1/3$ but less than $2/5$ mill	\$1.00
At least $2/5$ but less than $1/2$ mill	\$1.25
At least $1/2$ but less than $3/5$ mill	\$1.50
At least $3/5$ but less than $3/4$ mill	\$1.75
Over $3/4$ mill	\$2.00

No library should receive less than it would be entitled to under the present authorizations. Thus libraries appropriating at less than $1/3$ mill would continue to receive state aid based on the present level of authorization. It is estimated that this change in the per capita aid formula would result in an increase in authorization of funds from \$7,567,182 to \$9,974,728.

- c. The present state aid formula should be expanded to include a new formula designed to provide "equalization aid" to communities which qualify. The following formula is recommended:

1. Determine the average per capita amount expended for all public libraries in New Jersey from local public funding sources.
2. Determine the average millage rate of expenditure for all public libraries in New Jersey from local funding sources, using state equalized valuation figures.

EQUALIZATION AID FORMULA

$$\begin{aligned} \frac{\text{Total State PL Exp.}}{\text{Total State EV}} &= \text{State Millage Rate (SMR)} \\ \frac{\text{Total State PL Exp.}}{\text{Total State Population}} &= \text{State Average Per Capita Expenditure} \\ \frac{\text{SMR} \times \text{Total Local EV}}{\text{Local Population}} &= \text{State Equalized Per Capita Expenditure} \end{aligned}$$

If $B > C$ = State Equalized Aid pays difference

Example of "equalization aid" based on 1974 statistics for Carteret

$$\begin{aligned} \text{Average statewide millage rate} &= .046 \text{ mills} \\ \text{Average statewide per capita support} &= \$5.51 \\ \text{Carteret equalized valuation} &= \$243,322,000 \\ \text{Carteret population} &= 22,065 \end{aligned}$$

Apply statewide millage rate to Carteret's equalized valuation:

$$\begin{aligned} \text{a) } .046 \times \$243,322,00 &= \$11,192,812 \\ \text{b) } \frac{\$11,192,812}{22,965} &= \$4.87 \text{ per capita} \end{aligned}$$

Subtract the result (\$4.87) from the statewide average (\$5.51) and multiply by the population.

$$\text{eg. } .64 \times 22,965 = \$14,697 \text{ (additional equalization aid for Carteret)}$$

3. For each municipality in New Jersey, determine the per capita funding which results from applying the state average millage rate of expenditure to local equalized valuation.
4. State equalization funds would be utilized to provide the difference between the funds actually produced by applying the statewide average millage rate to local equalized valuation, and the average per capita amount expended from governmental sources for local libraries in the state.

Utilizing this formula, it is estimated that approximately 1/3 of the municipalities in the state would be eligible to receive equalization aid in the total amount of approximately \$5,824,781.

- d. A new mandatory minimum funding level should be established for county libraries at the level of .020 mills on equalization based on the state's table of equalized valuation. At this point only three county libraries fall below this funding level.

B. Support Program for Improvement of Service of Intermediate and Highly Specialized Levels (Goal II).

The structure of the present service delivery system at intermediate and highly specialized levels is basically sound but requires several significant changes.

Governance of the delivery system at the intermediate level (area libraries) should essentially rest with the constituency served as noted in Goal II, Objective A. 2.

Development of a new formula should stress a base formula applicable to any system regardless of the size of the population served.

The funding formulas at these levels should be improved recognizing not only inflationary factors, but enlarged service potential in intermediate level service agencies with revised patterns of governance.

Therefore, the Committee recommends the following:

1. New Formula for Intermediate Libraries

At full funding each Intermediate Service Agency will receive a base grant of \$100,000 with additional funds in the amount of 30¢ per capita. Based on this funding pattern, an authorization of \$4,327,410 would be required compared with a present authorization of \$2,185,517.

2. Support for the "highly specialized" (research) level of service should be improved, with a total authorization of \$600,000 recommended at this time.

C. Support Program For Systems Development, and Research (Goal III)

At this time, work in this area is still fragmentary and incomplete. There is a need to secure input from non-public library oriented members of the profession, as well as those dealing with specific areas of systems development. However the following basic structure is recommended to allow development in these areas to proceed:

1. The creation of a Research and Development Fund administered by the State Library is urged. Initial funding is projected at the level of \$500,000 annually, with 20% of this amount required for research and 80% for development and implementation. Research might be pursued through contract with outside agencies, in-house research staff, or a combination of both. Systems development and implementation is viewed in this context as short-range in nature, with projects intended to demonstrate the validity of concepts and approaches. Successful projects would at some point either be assumed by local intermediate or research libraries, or funded separately by state funds, as events warrant.

2. Where it is determined that systems projects are of such a character that effective implementation requires state support, On-Going Systems should be created and supported at the state level.

One such On-Going System in existence at this time are the Film Centers currently supported by Federal Funds. We recommend that these centers be funded by the state, in the amount of \$750,000 at this time.